

Message Text

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ACTION EB-11

INFO OCT-01 EA-11 ADP-00 CAB-09 CIAE-00 COME-00 DODE-00

INR-10 NSAE-00 RSC-01 FAA-00 SS-15 NSC-10 L-03 H-03

PRS-01 PA-03 USIA-15 RSR-01 /094 W

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R 141021Z AUG 73

FM AMEMBASSY MANILA

TO SECSTATE WASHDC 7320

C O N F I D E N T I A L MANILA 9327

E.O. 11652: GDS

TAGS: ETRN, RP

SUBJECT: CIVAIR: THE FUTURE OUTLOOK

REF: A. MANILA 9117, B. STATE 160375

1. SUMMARY: AMBASSADOR ROMUALDEZ HAS INDICATED HIS CONCERN THAT U.S. CAB MIGHT TAKE FUTHER 213 ACTION AND HOPES MATTERS CAN BE PREVENTED FROM GOING THAT FAR BECASUE OF POSSIBLE AFFECT ON OVERLL RELATIONS. HE HAS ASKED AGREEMENT TO EXPLORE QUIETLY POSSIBLE WAYS TO IMPROVE SITUATION AND INDICATES GOP WORKING ON A PROPOSAL. LATTER SUPPORTED BY REPORT PANAM REP THAT PROPOSAL NOW IN PALACE. ACTION REQUESTED: CABLE CONFIRMATION OF UNDERSTANDING THAT ANY FURTHER ACTION UNDER PART 213 WILL INVOLVE PRIOR CONSULTATION AND AGREEMENT OF EMBASSY.

2. AMBASSADOR ROMUALDEZ PURSUED CIVAIR ISSUES FURTHER IN CALLS AT EMBASSY AUGUST 10 AND IN TELEPHONE FOLLOW-UP AUGUST 11. DURING COURTESY CALL ON AMBASSADOR SULLIVAN, ROMUALDEZ INDICATED HIS CONCERN THAT U.S. CAB INTENDED PROCEED WITH WHOLE APPLICATION PART 213. HE FELT PAL COULD DEFEND ITS POSITION BECAUSE THE COMBINED RIGHTS OF U.S. CARRIERS, HE ARGUED, ARE EQUAL TO OR GREATER THAN PAL'S RIGHTS BUT HE SAID THAT HE HOPED MATTERS WOULD NOT COME TO THAT EXTREME. HE FELT THAT NOT
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ONLY CIVAIR BUT OVERALL RELATIONS COULD SUFFER AS A RESULT.

3. IN LATER TALK WITH EC/COM COUNSELOR, ROMUALDEZ ELABORATED FOREGOING CONCERN AND EXPRESSED HOPE THAT AMBASSADOR SULLIVAN WOULD BE AGREEABLE WITHOUT COMMITMENT AS TO PARTICULAR FORMAT OR LOCUS OF EFFORT TO EXPLORE QUIETLY POSSIBLE WAYS OUT OF PRESENT SITUATION. ROMUALDEZ STRESSED EXPLORATORY NATURE THIS EFFORT BY STATING THAT HE "WOULD NOT WANT TO DO ANYTHING THAT WOULD APPEAR TO BE AN INTERFERENCE WITH U.S. CAB PROCEDURE". HE WAS ASSURED THAT USG REMAINED INTERESTED IN FINDING A SATISFACTORY WAY OUT OF THE IMPASSE, THAT WE WERE OF COURSE WILLING TO EXPLORE ANY PROMISING AVENUE ON THE NO-COMMITMENT BASIS HE SUGGESTED, BUT THAT THE NEED FOR BALANCE AND FOR SIGNIFICANT IMPROVEMENT IN THE PRESENT SITUATION MUST BE TAKEN INTO ACCOUNT, EVEN RESPECTING AN INTERIM PROPOSAL. ROMUALDEZ REITERATED VIEW, STATED MANILA 9117, THAT GOP EXPECTED US TO ENJOY AN INITIAL ADVANTAGE IN OVERALL BALANCE, BUT SAID THAT NO ARRANGEMENT POSSIBLE WITHOUT TOKYO.

4. IN TELEPHONE CONVERSATION WITH EC/COM COUNSELOR AUG 11 ROMUALDEZ INDICATED THAT HE HAD BEEN DISCUSSING WITH PHILIPPINE CAB AND MEMBERS OF PHILIPPINE PANEL POSSIBLE INTERIM ARRANGEMENTS. HE REITERATED HOPE THAT EXPLORATIONS WOULD BE CARRIED ON IN SEARCH FOR AN AGREEABLE SOLUTION, BUT STRESSED HIS DESIRE THAT THIS EFFORT NOT BE CONSTRUED AS NY INTENT TO INTERFERE WITH U.S. CAB PROCEDURE. HE SAID THAT PHILIPPINE CAB WAS WORKING ON A POSSIBLE PROPOSAL INVOLVING "FEATURES OF YOUR AGREEMENT WITH RUSSIA" AND HE HOPED THAT PHILIPPINE CAB REPRESENTATIVES WOULD BE IN TOUCH WITH EMBASSY SOON.

5. PANAM MGR MACKENZIE HAS INFORMED EMBASSY THAT HE IS ACTIVELY PURSUING EFFORTS WITH GOP TO OBTAIN INCREASED TRAFFIC RIGHTS, FOLLOWING-UP CHAIRMAN SEAWELL'S APPROACH TO PRESIDENT MARCOS. LATEST EFFORT IS TO OFFER STRONG SUPPORT TO INTENSIVE GOP CAMPAIGN DUBBED "OPERATION HOMECOMING" TO ENCOURAGE FILIPINO-AMERICANS VISIT. PHILIPPINES DURING FORTHCOMING HOLIDAY SEASON. ACCORDING TO MACKENZIE, PALACE IS NOW STUDYING PHIL CAB PROPOSAL
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FOR POSSIBLE INTERIM ARRANGEMENT.

6. COMMENT: WE ARE CONVINCED AT THIS STAGE THAT ROMUALDEZ EFFORTS COMPLETELY SINCERE BUT THAT HE IS SOMEWHAT SENSITIVE THAT PART 213 WAS ACTUALLY INVOKED BEFORE HE PERSONALLY RECEIVED PRIOR WARNING OF THE ANNOUNCEMENT. ON OTHER HAND, ROMUALDEZ STATEMENT THAT GOP RECOGNIZES WEIGHT OF ADVANTAGES LIKELY TO FAVOR THE UNITED STATES

IN ANY AGREEMENT, AT LEAST INITIALLY, STRIKES US AS
GENUINE EFFORT TO FIND A BALANCE AND SEEMS REPRESENT NEW
ELEMENT PHILIPPINE APPROACH. WE DO NOT KNOW AT THIS
STAGE WHAT PHILIPPINE CAB PROPOSAL LIKELY CONTAIN BUT
BELIEVE WE SHOULD GIVE THIS EFFORT EVERY POSSIBLE
ENCOURAGEMENT. IN THE MEANTIME, WE TAKE IT AS COMPLETELY
UNDERSTOOD THAT NVSFURTHER ACTION UNDER PART 213
WOULD BE UNDERTAKEN WITHOUT PRIOR CONSIDERATION AND
AGREEMENT WITH THE EMBASSY AND WE REQUEST CONFIRMATION
OF THIS UNDERSTANDING.
SULLIVAN

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